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REPORT
ON
DEVELOPMENT OF THE SAN FRANCISCO BAY REGION

PREPARED FOR
THE FACT-FINDING COMMITTEE OF THE CALIFORNIA ASSEMBLY
ON
TIDELANDS RECLAMATION AND DEVELOPMENT,
RELATED TRAFFIC PROBLEMS
AND RELIEF OF CONGESTION ON TRANSBAY CROSSINGS

BY
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INTERNATIONAL ENGINEERING COMPANY, INC.
SAN FRANCISCO, CALIFORNIA

JANUARY, 1951



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Using data obtained from the Soil Conservation Service, it is estimated that in the Bay Area region there is a total of 309,240 acres available for irrigation if water is available, located as follows:

<u>County</u>	<u>Acres</u>
Alameda	58,230
Contra Costa	40,770
Marin	12,770
Napa	36,520
Santa Clara	103,930
Solano	23,800
Sonoma	33,220
 Total	 309,240

Assuming that the present crop pattern prevails in the future, this irrigable land will be used as follows:

<u>Nature of Crop</u>	<u>Acreage</u>
Orchards and vineyards	119,130
Row crops	47,630
Small grain	102,410
Hay and pasture	40,070
 Total	 309,240

From various records available, it is estimated that irrigated land at present gets about 2.52 acre-feet of water per acre per year. This is probably a high figure inasmuch as the State water plan allows slightly less than 1.0 in both the Sacramento and San Joaquin valleys. Therefore, for future irrigation, we have estimated 2.0 acre-feet per acre per year, and the future requirements will thus be about 620,000 acre-feet annually.

Table II gives an idea of probable future land use in the Bay Region as of the year 2000.

Table III shows the geographical location of areas of various uses. These locations and figures above given form a partial basis on which to estimate future requirements for water and transportation facilities.

THE REBER PLAN

THE DESCRIPTION OF REBER PLAN AS PROPOSED BY JOHN REBER

The Reber Plan merits special consideration because it is the only proposal to a master plan for future development of the Bay Region which has ever been offered. As proposed by Mr. John Reber, it involves development of the following various features (as shown on Plate VI, which is reproduced in full in Western Construction, Vol. 1 of March, 1913).

- a. An earth and rock dam across the Bay connecting Marin and Contra Costa counties.
- b. A second earth and rock dam across the Bay connecting San Francisco and Alameda counties.
- c. Creation of additional lands by filling in the shallow eastern portion of San Francisco Bay over a 3-mile width for a length of 11 miles.
- d. A combined ship channel and canal connecting the San Francisco River which would lie respectively north of the Marin Channel (the bar), and south of the San Francisco-Alameda barrier.
- e. Ship locks to provide access from the open Bay to the enclosed basins of water.
- f. Highway and rail crossings of the Bay on the two dams (channels) called the North Exterior and the South Exterior.
- g. Submarine tunnels, air sheds, marine terminals, etc.

The principal feature distinguishing the plan is that while the

SAN JOAQUIN RIVER would remain the dividing line between the two

U.22 Barthoula

WATER TEMPERATURES AND THEIR USE

Large quantities of water are used for cooling purposes by steam electric generating plants and for industrial purposes as petroleum refineries, steel mills, and chemical plants. The return of the Reber Plant to mean that fresh water should be used for industrial purposes.

The comparative costs of using fresh and salt water are affected by water temperatures and corrosive effects of water. The average temperature of the Sacramento River at Sacramento varies over a range of about from 46° to 75.6°F with a mean of 59°. Records of the East Bay Municipal Utility District for 1948-49 show that Upper San Leandro Lake has a mean of 53° and San Pablo Reservoir, with considerable mixing of the lakes, has a mean of 59°, with a maximum of 61°. The mean air temperatures at these locations were comparable with those in the general area about the lakes. From this shows, it is assumed that the average temperature of the lakes would be about 56°, with a maximum of 61° and a minimum of 52°.

The temperature of ocean waves at Sausalito off the Pacific Gas & Electric Company in San Francisco, varies from about 51° to 62° with a mean of 59°. The specific heat of sea water is about 0.9.

Considering that the mean annual temperature of the ocean is only about 59° while the specific heat would be taken from 51° to 62°, the water would theoretically be required initially for heating and finally for cooling, with heat power required for pumping. However, due to the differences in the characteristics of heat content of the water, the cooling effect, because of lack of circulation in the lake, is not as great as the heating of the metal in locations of intake and outlet pipes. The

1. The following table shows the estimated cost of dredging the River Plan, and the cost of dredging the River Plan.

Estimated Cost of Dredging the River Plan.

Estimated Cost of Dredging.

Estimated Cost	Estimated Cost	Estimated Cost
1.00 per cubic yard	1.00 per cubic yard	1.00 per cubic yard
1.00 per cubic yard	1.00 per cubic yard	1.00 per cubic yard
1.00 per cubic yard	1.00 per cubic yard	1.00 per cubic yard
1.00 per cubic yard	1.00 per cubic yard	1.00 per cubic yard

The estimated cost of dredging the River Plan, at a rate of \$1.00 per cubic yard, is \$10,000. A large part of this would be consumed in dredging the River Plan, which is estimated at \$5,000, and since the cost of dredging the River Plan is \$1.00 per cubic yard, the estimated cost of dredging the River Plan required would be \$5,000.

13.36. Other Operating and Maintenance Costs.

The bar outside the Dredge Pipe, after dredging of the River Plan, would probably move inshore and be increased in width. There are only 3000 cubic yards, and in order to show a figure for this purpose, we have estimated that annual dredging would be required to a depth of 6 feet in a channel 2000 feet wide and 3000 feet long. This would require 1,100 cubic yards, and at \$0.15 per cubic yard, the annual cost would be \$165.00. Assuming records of work already done on this bar show costs of \$1.00 per cubic yard in depth, 9.7 cents in 2Phi, and 13.9 in 2Phi.

Annual cost of sand on dredging would be \$100.00 per acre, and 1000 acres. The distribution of tidal variations of the water surface is such that average conditions very favorable to the dredging of sand, are to be expected from appearance costs from 40 to 50 cents per acre, and 1000 acres, the 1000 acres would have to be sprayed twice monthly at \$0.05 per acre, the annual cost being \$10.00.

the time required to clear the River. At a time when the cost of labor is \$1.00 per hour, that is, the total cost of a minimum of 10 hours per ship, the cost would be \$10,000.00 per ship. Introducing this into the cost of the vessel, an annual sum of \$30,000,000.00. In addition to the cost of labor, there would be the cost of fuel, depreciation, hull operation and maintenance, insurance, etc., which we neglect in order to be conservative.

Thus, diametrically, it would cost at least \$30,000,000.00 to clear the \$30,000 worth of coal required by the River Fleet. This is about \$10.00 per acre-foot, an unusual cost. At first the River Fleet cost would be low, but in 20 years the value would increase with the above figures and result in:

Class 35 Other Freight Grade

Under this heading will be considered various factors which may influence the operation of the River Fleet. Although technically coal and coke shipments are comparable to the River Fleet, etc. can be handled as coal.

Ships locking into and from the fresh water lakes would require a certain amount of time. Each lockage would require about 15 minutes. Ships where would require various delays, such as waiting for lockage, the average time lost at each lockage is estimated at one hour. The present traffic indicates 700 lockages per year and the total time lost would therefore be 700 hours. Average operating cost per lockage would be:

for Liberty Ships	\$ 50.00
for Victory Ships	\$8.50
for T-2 Tankers	110.00

Assuming the traffic to consist of 250 Liberty ships, 250 Victory ships and 250 T-2 tankers, the annual value of lost time would be \$6,100.00. In addition, there would be 100 tank lockages.

In addition to extend the River Fleet to cover the present traffic, the present finding. The present value of the ship is \$100,000.00.

13.6 The development of the Central Valley and the

Central Canal, the water required to make the Roper River flow, the water to become valuable, and would finally be worth some \$1,000,000.00 a year, or costs for extra treatment of sewage, and the value of the water, this could increase. The annual costs would thus increase to approximately \$11,500,000 more than the previously-given figure of \$10,000,000, or a total of \$69,750,500.

13.6.1 Annual Benefits

13.6.1.1 General.

In reckoning up the annual benefits to the community contingent upon the realization of the Roper Plan, consideration must be given not only to the annual production of new wealth, or to actual savings of water. The value of new agricultural production, or the savings effected by more plentiful and cheaper water supplies, are cases in point. On the other hand, tolls collected on bridge crossings are not benefits; the money is not created by the crossings, but is already in existence, and toll-taking merely transfers it from one person to another. Tolls are actually a special form of taxation, under which the especially benefited parties pay.

13.6.2 Benefits Because of Irrigation.

At present 102,600 acres of agricultural land in the basin are irrigated. There is a total of 309,210 acres which can be irrigated, which means there are yet 206,560 acres which could be brought under irrigation, assuming a suitable water supply available. With the fresh water added at 100%, this acreage would unquestionably be brought into fullest production. It is necessary to compute the value of possible production from this acreage, and above the value of present production, and production costs. In the same

Third Benefit: Protection from tidal flooding

Assuming proper handling of the saltwater problem, the third benefit, tidal effects in the Delta would be practically eliminated. In 1951 damage to the value of about \$200,000 was caused by tidal action alone. This does not occur every year, and the average annual amount saved is arbitrarily estimated at \$150,000.

The realization of the Reber Plan would result in the almost complete disappearance of any salinity problem in the Delta Region. Benefits occurring by reason of such realization would be measured by the difference between no salinity at all and the worst condition occurring since Shasta Dam has been operated.

In 1947 salinity did creep up the rivers to the extent of some 15,000 acres on Sherman, Twitchell, Bradford and Jersey Islands were surrounded by channels containing chlorides in excess of 100 parts per 1,000,000 parts of water. This is the area which would be benefited by a saltwater barrier.

The Bureau of Reclamation, in 1947, published a study, entitled "Central Valley Project Studies, Payments by Beneficiaries, 1930 to 1939." In this report the crops raised on the delta were listed as follows: artichokes, beans, beets, celery, corn, fruit, grain and hay, onions, pasture, potatoes, seed, and truck. The value per acre in dollars was given for each of the above crops from 1932 through 1942. Also from this report it is possible to compute the percentage of crop value lost when surrounding channels are filled with salt water.

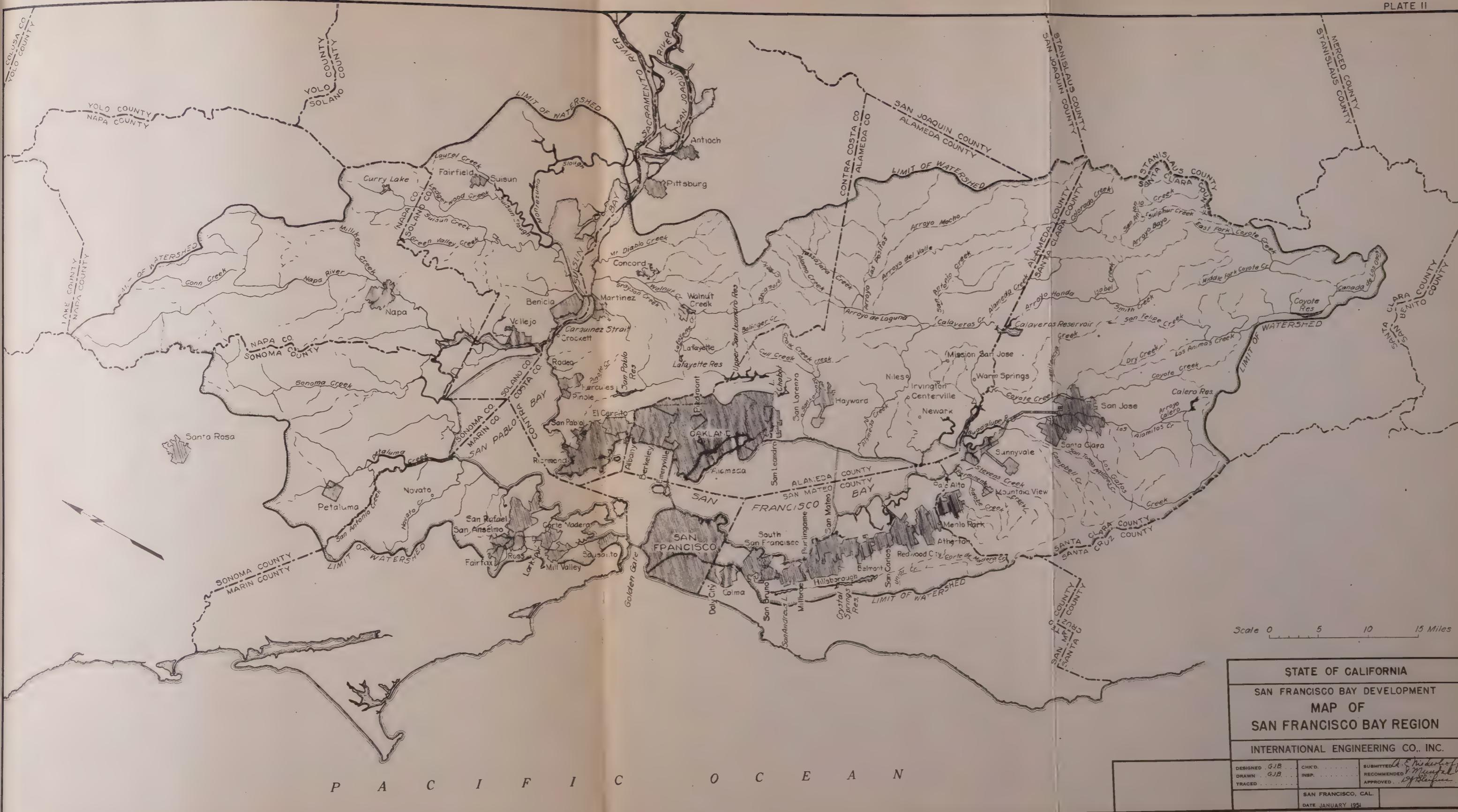
Utilizing prices received by farmers as given by the California Crop and Livestock Reporting Service, it is possible to compute the value per acre of the several crops in 1950. The number of acres of each crop in the vicinity, the total value of the crops of various crops per acre,

It would be well to consider, for example, the San Francisco Bay Bridge being balanced against political opposition, which is not to be expected. It should be definite enough so that it could be followed in the interest and orderly efficiency (without, for example, such delay as was evident in coming to a decision on a second Bay crossing). It must be sufficiently flexible so that it can be adjusted to future requirements, which we cannot now foresee. New inventions, new customs and new ways to conduct the commercial and social life of the Bay Region. It is only reasonable to presume that if a master plan had been prepared in 1920, it would not have included provisions for automobile traffic.

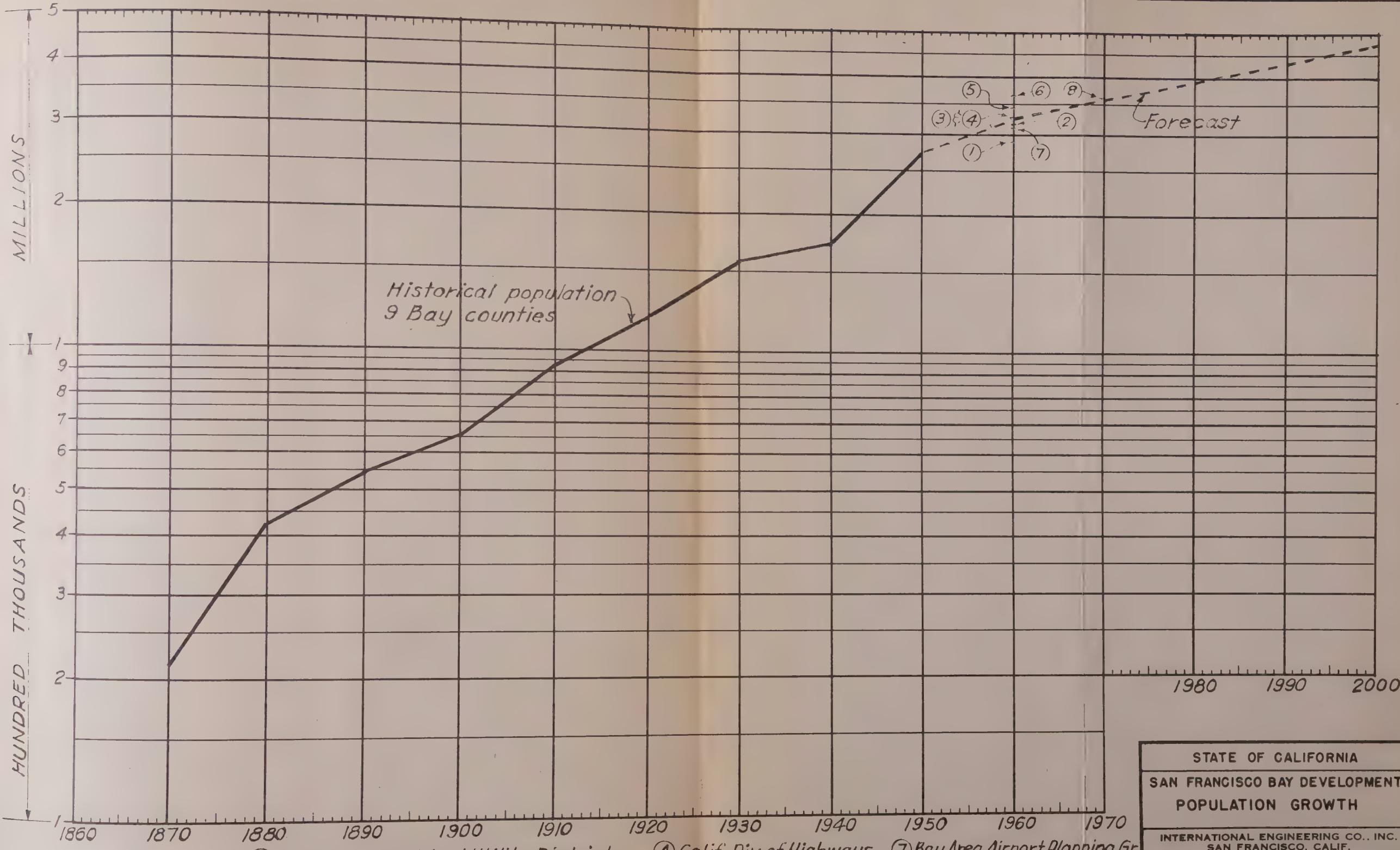
It is more proper to say that we consider that the San Francisco Bay Bridge owes a debt of gratitude to Mr. John Reber, and to the sincere and zealous proponents of the plan which bears his name. We believe that they have brought home to many minds the idea that there must be a master plan, and that in so doing they have performed a great public service.

The trans-bay traffic problem alone renders prompt action imperative. The master plan must benefit the community as a whole, but in conflict with somebody; unavoidably, some individual interests will be damaged, which may well be anticipated. Thus, many features of the plan will be compromise.

It appears to us that some sort of a legal entity or organization must be formed, to develop a master plan, keep it up to date, and to control future development in accordance with the plan, and we recommend the formation of such an organization. It might very well take the form of a non-salaried board composed of prominent citizens with records of integrity and a strong judgment, which board would act through a salaried general manager or secretary agent. The board would deal with Federal, State and Municipal governments in all matters touching on development. It should be provided

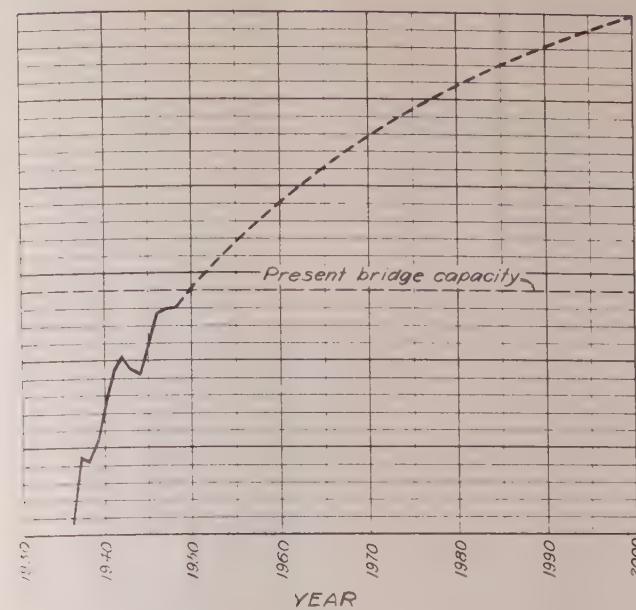




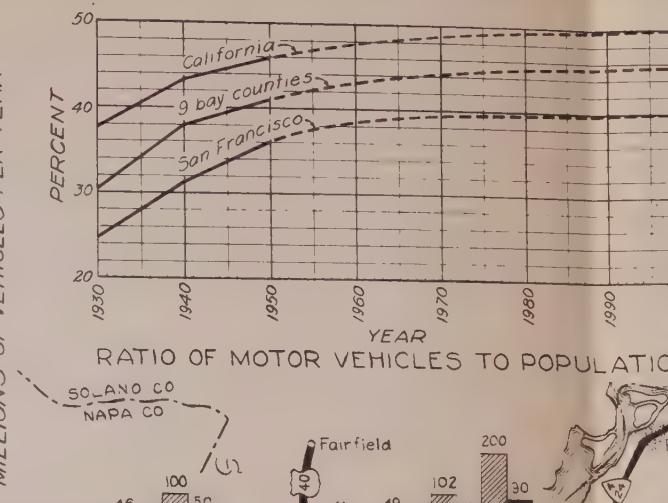


Estimates made by: (1) East Bay Municipal Utility District (4) Calif. Div. of Highways (7) Bay Area Airport Planning Gr.
 (2) Calif. Reconstr. & Reemployment Comm. (5) W.A. Spurr, Stanford Univ. (8) San Francisco Dept. of
 (3) J. Riley, Calif. Aeronautics Comm. (6) San Mateo Planning Comm. City Planning

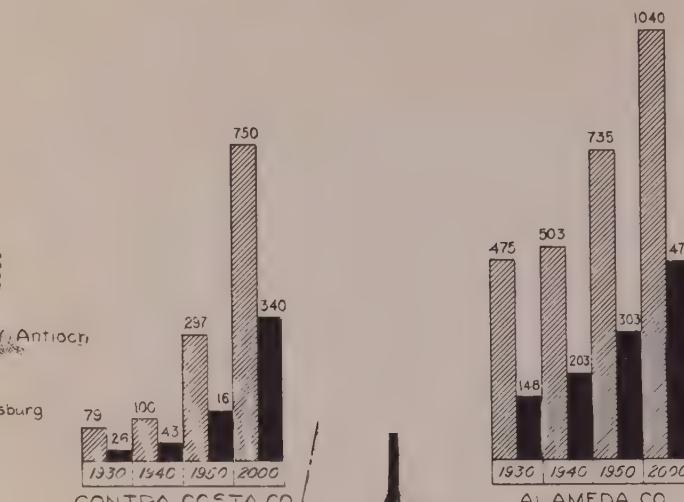
STATE OF CALIFORNIA		
SAN FRANCISCO BAY DEVELOPMENT		
POPULATION GROWTH		
INTERNATIONAL ENGINEERING CO., INC. SAN FRANCISCO, CALIF.		
DR. R.P.M. CK.	RECOMMENDED A. Chaderoff Off. of Planning	APPROVED J. E. Blaifeld
DATE: JANUARY 1951		



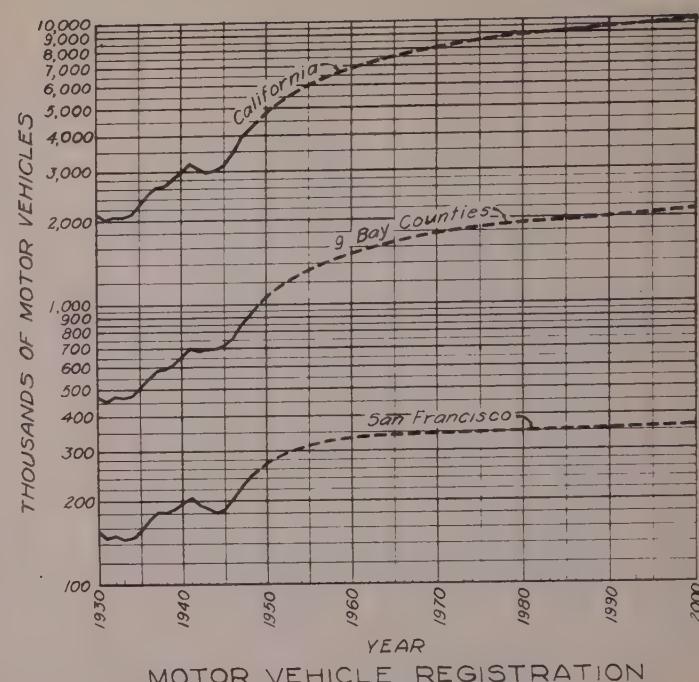
SAN FRANCISCO-OAKLAND BAY BRIDGE
VEHICULAR TRAFFIC



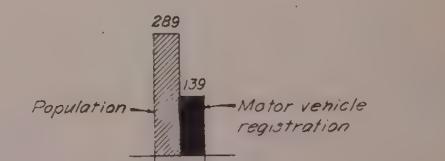
YEAR
RATIO OF MOTOR VEHICLES TO POPULATION



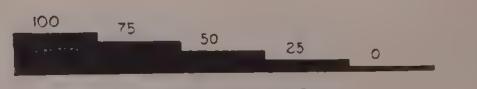
1930 1940 1950 2000
CONTINENTAL CO. / AL AMERICA CO.



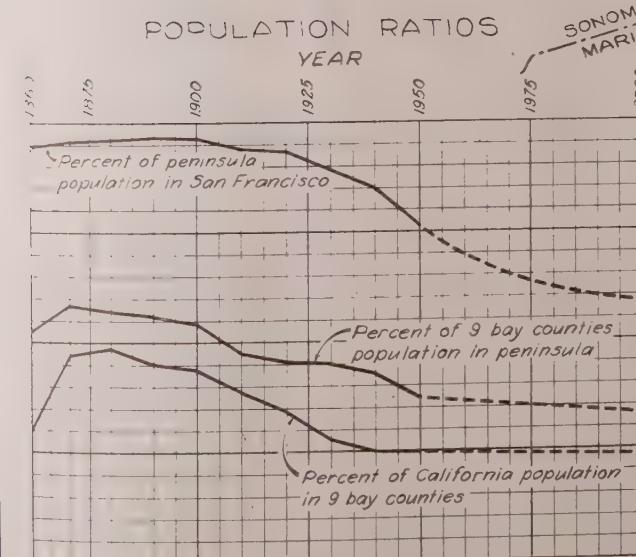
YEAR



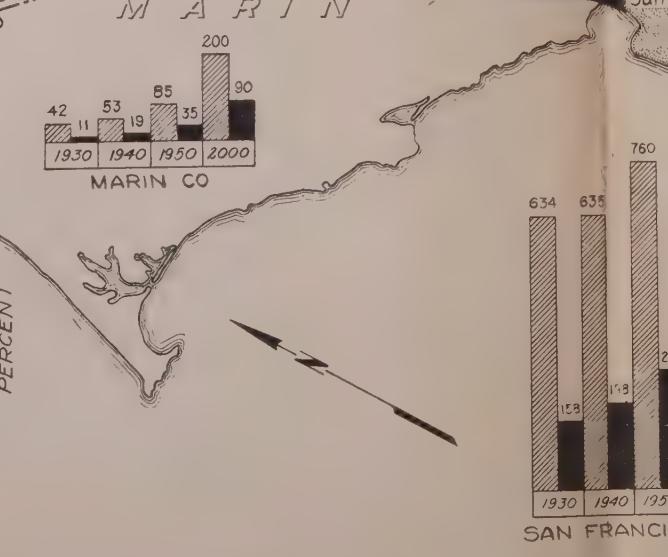
POPULATION AND
MOTOR VEHICLE REGISTRATION
Figures at top of bar are thousands.
The last available motor vehicle registration figures are for the year 1949. 1950 figures have been estimated.



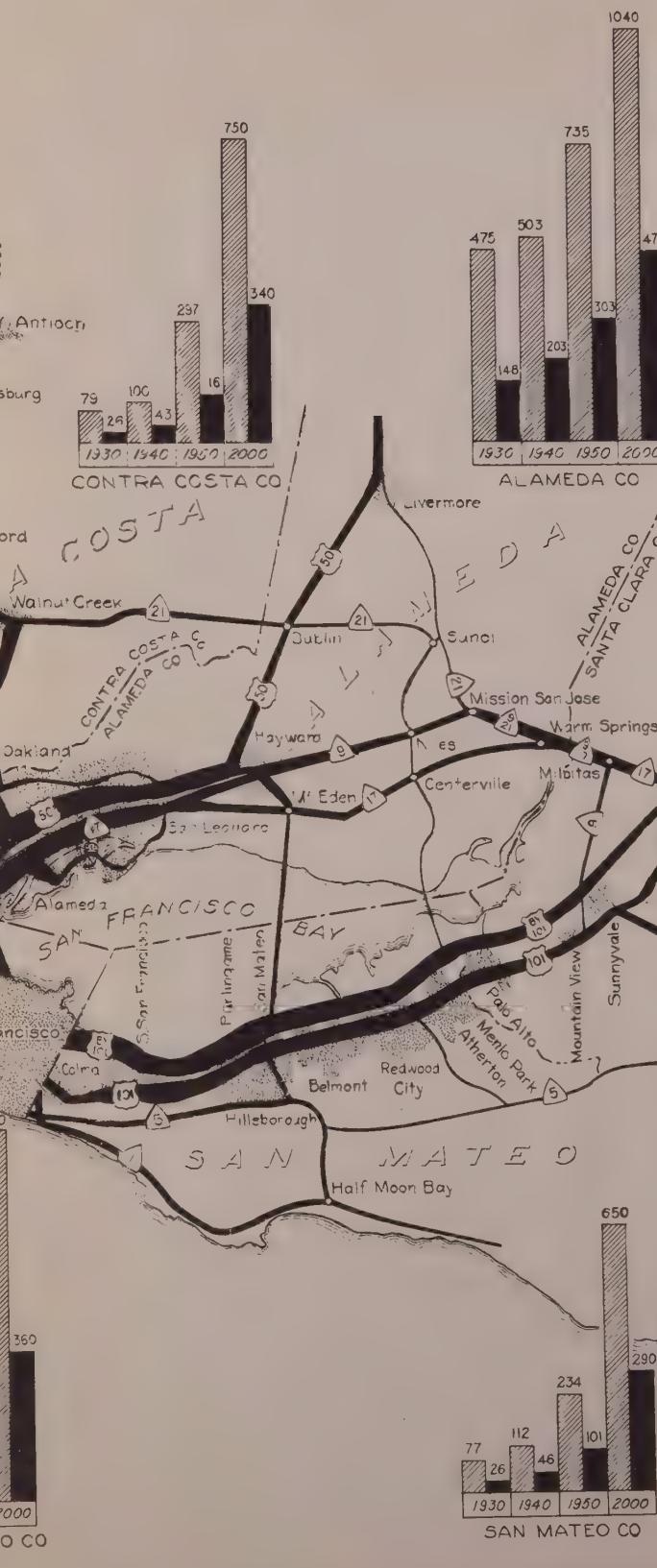
TRAFFIC DENSITY
Traffic density shown as a percentage of San Francisco-Oakland Bay Bridge traffic



Percent of peninsula
in latitude 38° San Francisco



SAN FRANC



0 CO SAN MATEO 90

STATE OF CALIFORNIA

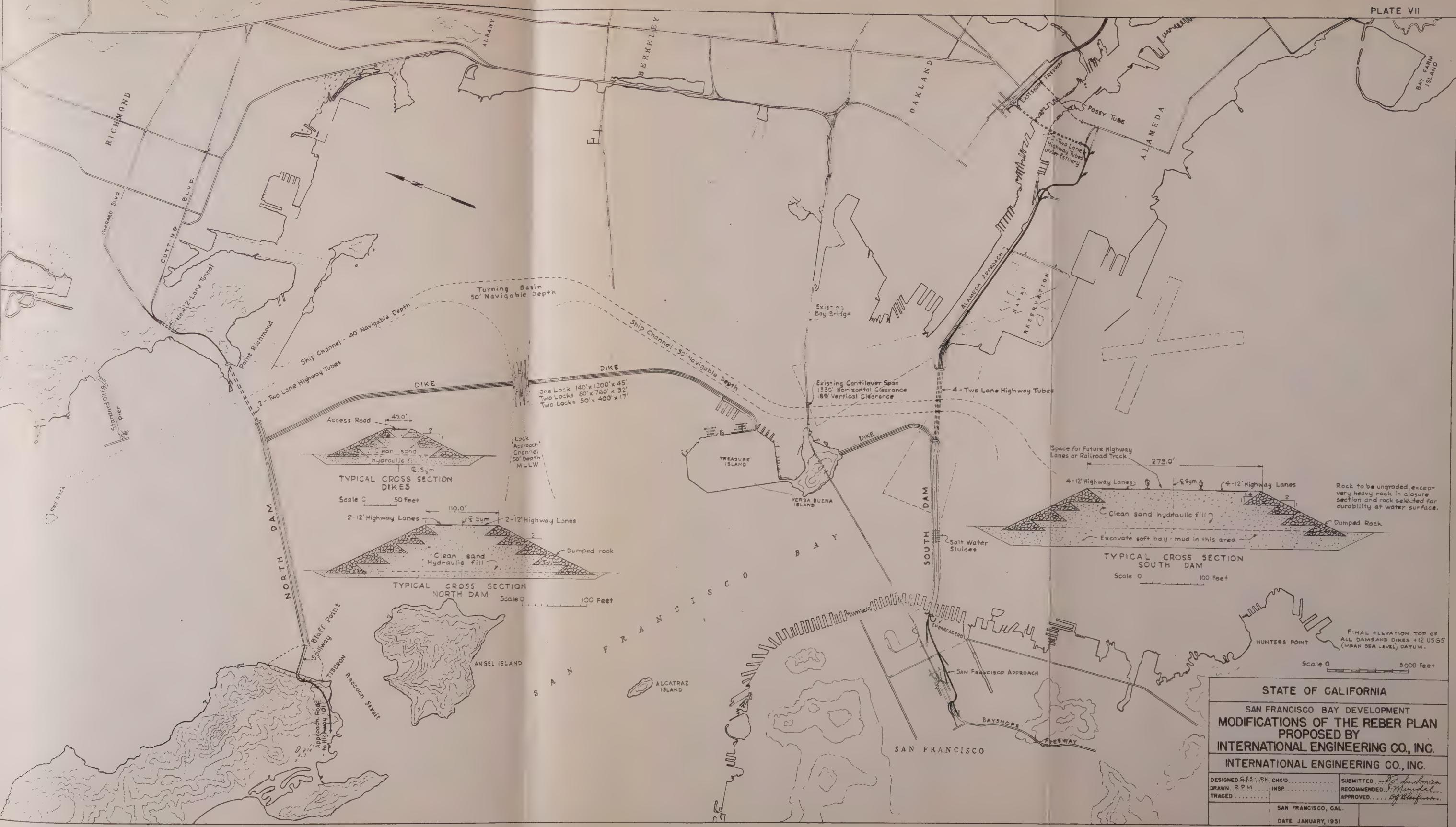
SAN FRANCISCO BAY DEVELOPMENT

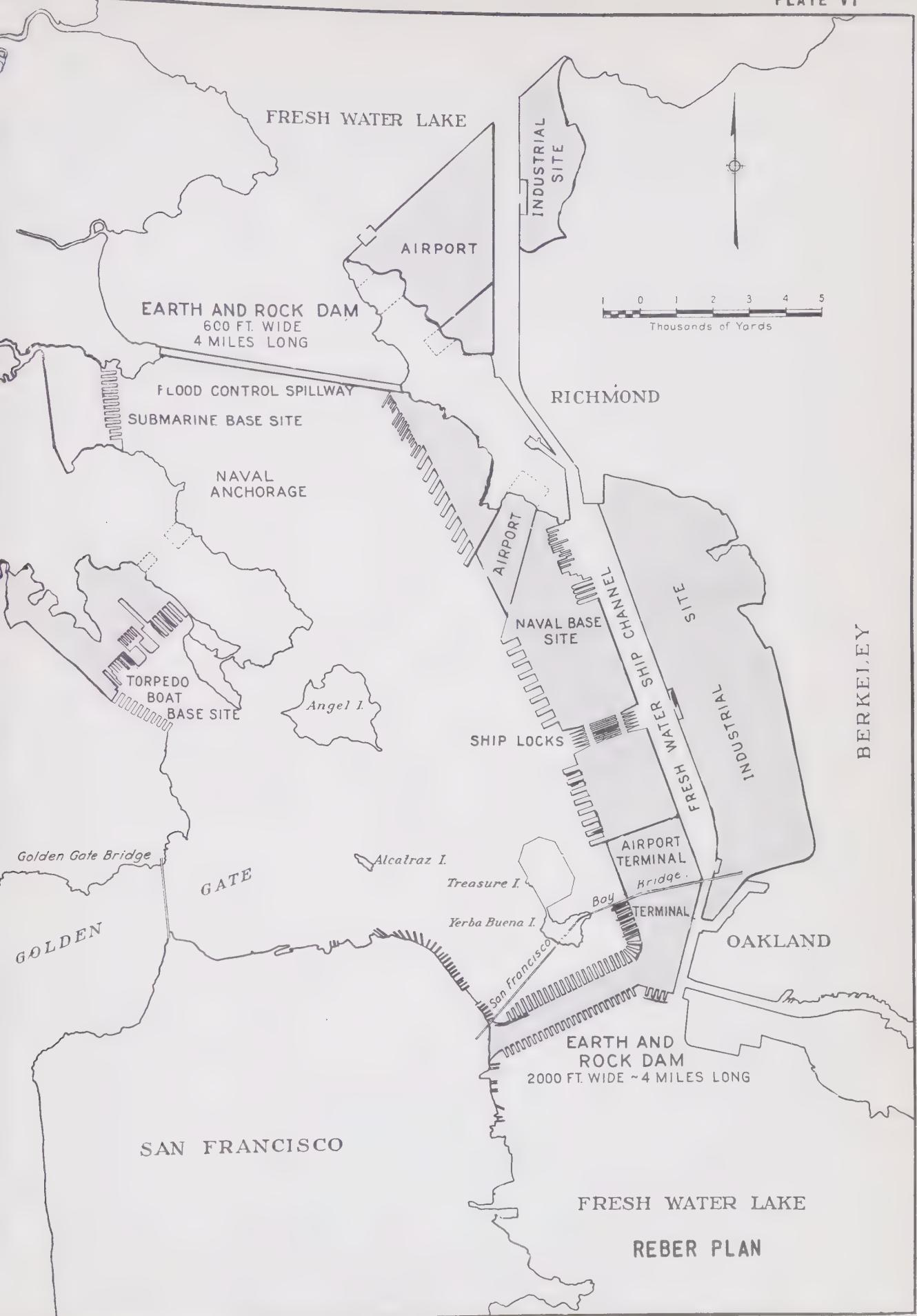
TRAFFIC FLOW

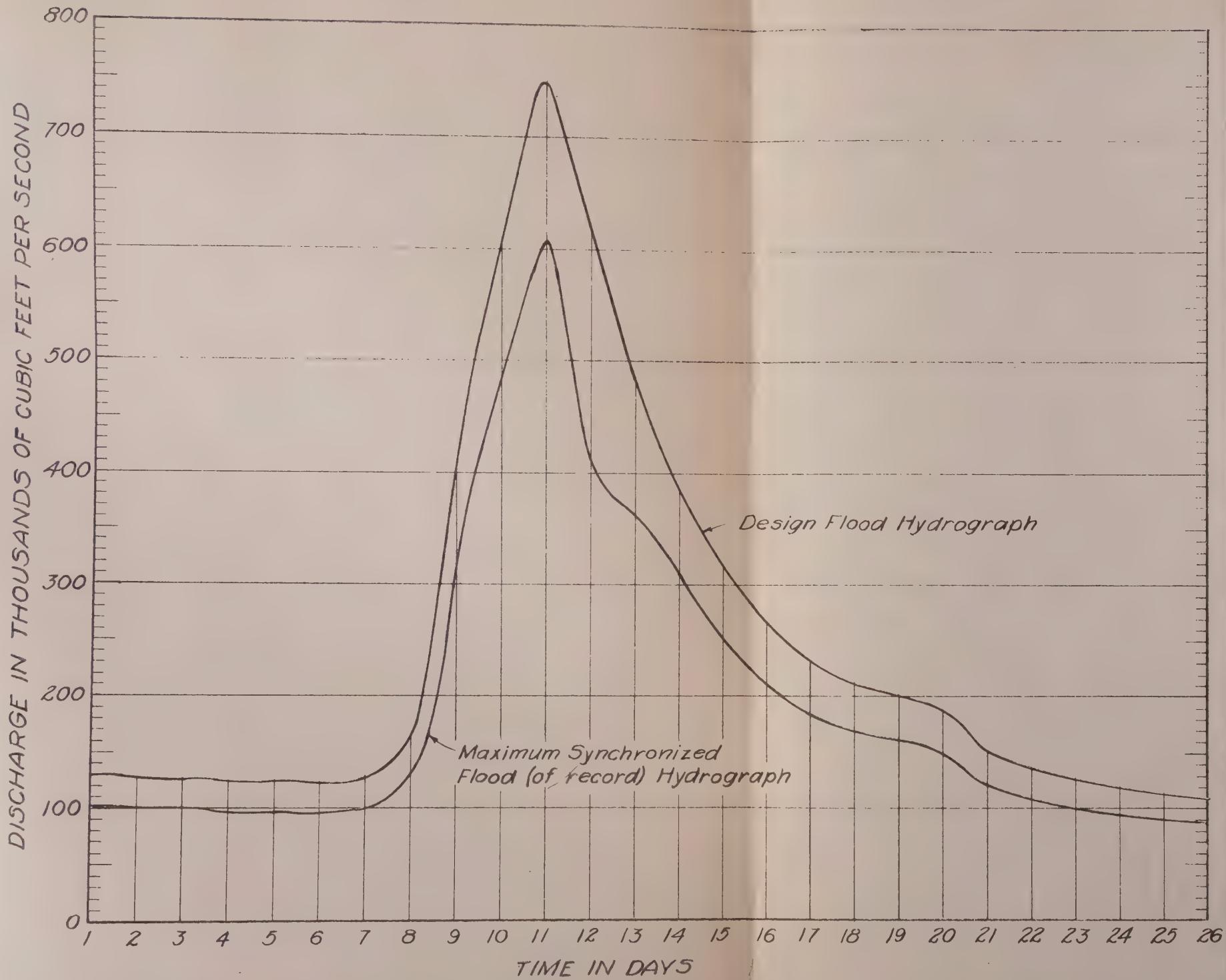
INTERNATIONAL ENGINEERING CO., INC.

RECOMMENDED *D. G. Kleff*
APPROVED *D. G. Kleff*

SAN FRANCISCO, CAL.
DATE JANUARY 1951





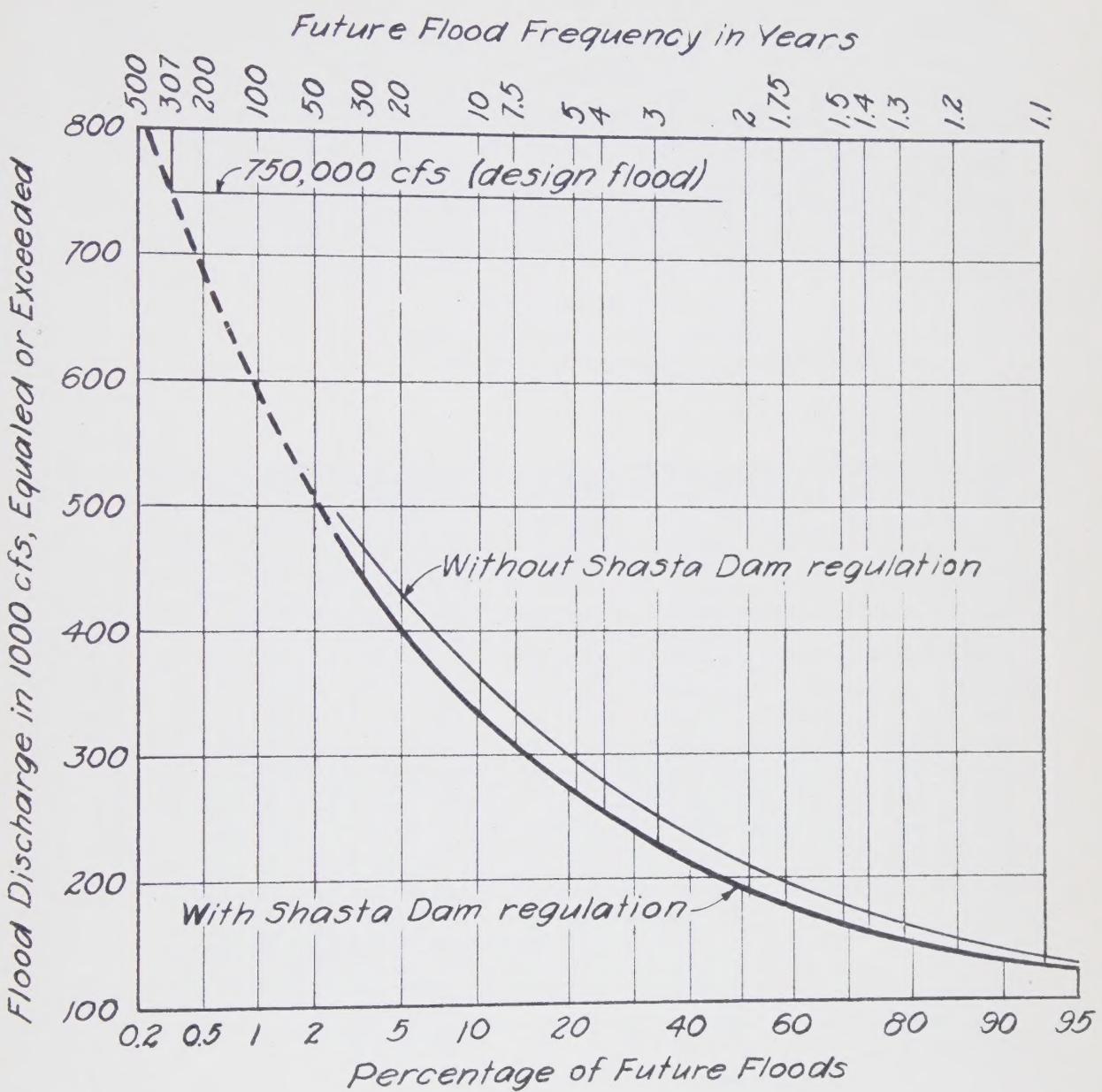


NOTE

Maximum synchronized flood was determined by combining the maximum daily average discharges from

- Mokelumne River at Clements (Mar 16 to Apr 10, 1928)
- San Joaquin River near Vernalis (Mar. 6 to Mar. 31, 1940)
- Cosumnes River at McConnell (Feb 28 to Mar 25, 1940)
- Dry Creek near Galt (Jan 23 to Feb 17, 1945)
- Calaveras River at Jenny Lind (Mar. 15 to Apr 9, 1928)
- Putah Creek near Winters (Feb 17 to Mar 13, 1940)
- Napa River near St Helena (Jan 27 to Feb 21, 1942)
- Conn Creek near St Helena (Feb 17 to Mar. 13, 1940)
- Sacramento Valley (Feb 20 to Mar. 16, 1940)
- including
- Yolo By-pass near Woodland
- Sacramento River at Sacramento
- Sacramento Weir

STATE OF CALIFORNIA		
SAN FRANCISCO BAY DEVELOPMENT		
DESIGN FLOOD HYDROGRAPH		
INTERNATIONAL ENGINEERING CO., INC. SAN FRANCISCO, CALIF.		
DR. GIB CK	RECOMMENDED <i>A. E. Middendorf</i>	APPROVED <i>D. P. Ogle</i>
DATE: JANUARY 1951		



Years of Record 1904 to 1942 Inclusive

STATE OF CALIFORNIA		
SAN FRANCISCO BAY DEVELOPMENT		
FLOOD FREQUENCY		
INTERNATIONAL ENGINEERING CO., INC.		
SAN FRANCISCO, CALIF.		
DR. GJB CK. dms. L.	RECOMMENDED A. E. Maderhoff	APPROVED D. G. Blaiford
DATE: JANUARY 1951		

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